

UNITED STATES DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Office of Fire and Aviation
3833 South Development Avenue
Boise, Idaho 83705

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In Reply Refer To:
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Instruction Memorandum No. OF&A 2000-012
Expires: 9/30/2001

To: State Directors

From: Director, Office of Fire and Aviation
Assistant Director, Renewable Resources and Planning

Subject: Update of the Fuels Portion of the Fire Management Plan DD: 8/1/2000

Program Area: The program area covered by this IM is the fuels management program, subactivity 2823.

Purpose: This IM contains direction for completion of an update to the fuels portion of existing Fire Management Plans. The District Fire Management Officer (DFMO), in conjunction with the resource staffs, is responsible for determining the appropriate fire use and fuels program for the organizational unit. The State Fire Management Officer (SFMO) is responsible for reviewing Field Office submissions to insure they comply with existing guidance and that the program support cost portion of the submissions is appropriate. The SFMO is also responsible for consolidating the submissions, adding in the State Office program support costs, and submitting the package to the Office of Fire and Aviation (OF&A).

Timeframe: Completion of the plan update is due at the OF&A by 08/01/00.

Budget Impact: There is no budget impact for FY 2000. The workload and budget projections made through this update will be the basis for the National 2823 budget request. The State level 2823 budgets will in part depend on the National level 2823 budget for the next three fiscal years.

Background: The current Fire Management Plans were revised in 1997/98 for implementation in FY2000. At that time the Hazardous Fuels Reduction Program had just been approved and only preliminary estimates were made regarding the level and complexity of the programs. The workload and budget projections made at that time are already outdated. Now that the program has been operational for two years, we can make much more informed estimates of workload and budget requirements for the next three years.

The FY 2000 Annual Work Plan directives for the 2823 program directed each office to update the fuels portion of their Fire Management Plan. The attachment to this IM provides additional guidance and a response format.

Manual/Handbook

Sections Affected: The draft 9211-1 Handbook (11/10/97) may be referenced for additional planning information.

Coordination: Each State Office fuels management lead was contacted for input during the development of the guidance.

Contact: If you have questions, please contact Al Carriere at 208-387-5168.

Signed by:
 Lee F. Englesby
 Acting Director, Office of Fire and Aviation
 Sherry Barnett
 Acting Asst. Director, Renewable Resources and
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Authenticated by:
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1 - Attachment

1 - Fire Use / Fuels Management Program Workload and Budget Projections (9 pp.)

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FIRE USE / FUELS MANAGEMENT PROGRAM WORKLOAD AND BUDGET PROJECTIONS

Purpose. The 2823 subactivity is commonly known as the “Hazardous Fuels Reduction Program.” The existing Fire Management Plans contain a brief 2823 section. This was completed as the 2823 subactivity was coming on line. As a result the workload and program projections made at that time need to be updated. The objective of this update is to quantify the fuels management workload and make an estimate of the annual cost to implement the program. A projection is needed for each FY from FY 2001 to FY 2003.

Responsibility. The DFMO is responsible for determining the appropriate fire use and fuels program for the organizational unit. The SFMO is responsible for reviewing Field Office submissions to insure they comply with existing guidance and that the program support cost portion of the submissions is appropriate. The SFMO is also responsible for consolidating the submissions, adding in the State Office program support costs, and submitting the package to the OF&A.

Workload Analysis. Identify the annual workload. As with the "Phase One" process, communication and coordination between fire management and resource managers are the keys to identifying the fuels management workload and establishing priorities.

The prescribed fire and fuels management workload needs to be directly tied to the land management objectives. The program objectives should be reflected in the "Phase One" planning, or in the various Land Use Plans.

The first step in the process is to identify the fuels management workload. This workload can best be determined from the overall management objectives that were identified in the "Phase One" effort. An analysis of the objectives for each polygon or a summary of the specific prescribed fire or other fuels management objectives in the "Phase One" process should be used to quantify the workload.

The Hazardous Fuels Reduction Program priorities are to apply fuels reduction activities in:

- Areas where actions will mitigate threats to the safety of the public and our employees.
- Areas to protect, enhance, restore and/or maintain plant communities and habitats that are critical for endangered, threatened, or sensitive plant and animal species.
- Areas that will reduce risks and damage from a wildfire. This includes the reintroduction of fire into fire dependant ecosystems to maintain and enhance those ecosystems.

Limiting Factors. After the completion of the workload analysis identify any factors that may limit the ability to implement the hazardous fuel reduction projects identified. Examples of limiting factors may include:

1. Smoke Management: Will smoke management issues limit your ability to carry out the program?

2. Burn Windows: Are there limitations due to the number of weather related opportunities you have to implement projects? At this point, RX Window runs would be helpful in determining if the expected workload can be accomplished during the average field season.
3. Public Education: Will the public accept the level of fuels treatments that are being proposed? Is there a need for an expanded public fire education program?
4. Workload: Is the workload of the resource specialists within the office such that they will not be able to support a fuels management program?
5. T&E Species: Will issues and concerns relating to T&E species and related habitats affect the fuels management program?
6. Other: Are there any other external or internal factors that will limit program implementation, e.g., the land use plans do not call for or support additional fuels work?

Provide a brief narrative describing the limiting factors (if any are identified) for each Field Office.

Workload Projections. Given the above analysis and limitations, complete a workload projection. The end product needs to be a year by year fuels management summary showing the proposed number of projects and the proposed acreage.

Careful consideration should be given to the level of accomplishments in FY98, FY99 and the accomplishments targets for FY 2000. Projections of significant increases above the accomplishment levels for FY98 and FY99 need to be fully explained.

Complete Worksheet #1 showing the number of projects and treatment acres. Each Field Office will provide a brief narrative tying the workload projections to the Phase One planning results or to existing Land Use Plans.

Implementation Costs. This is all costs associated with project development and implementation as defined in the 2823 guidance.

1. Project Reports: Obtain a list of type 41 and type 48 projects for FY98 and FY99 from the Fire Reporting System.
2. Project Costs: Using the MIS information, determine the average cost per acre for prescribed fire (Type 48) projects and for mechanical (Type 41) projects. It will be necessary to subdivide the prescribed fire data by fuel type and the mechanical data by treatment type. Since costs for some projects were incurred in more than one year, MIS data for several years may be needed. *The intent is to find the actual cost per acre and use it for this planning effort.*

Complete Worksheet #2 which summarizes the project implementation costs.

Support Costs. Refer to IM No. OF&A 99-008 for complete fund code guidance.

Program Support Costs are program-related costs rather than project-specific costs discussed above.

The state 2823 budget allocation for the FY 2000 AWP (less any one time costs and one time add ons) is considered as the state base. All increases above this base must be justified.

1. Staffing: Program Support Cost includes all costs associated with PFT fuels management positions at both the Field Office and State Office levels. The intent is that professional fuels management positions be funded as a Program Support Cost and not on a project- by- project basis. The chart below is meant to provide guidance on whether an office needs a full time fuels position. Professional fuels management personnel would be expected to take the lead on all fuels management projects. This would include things such as site evaluations, project planning, interdisciplinary coordination, plan preparation, short and long term monitoring, as well as project execution. It will be necessary to assess the need for special resources above and separate from the suppression program. However, we need to ensure there is not a duplication of organizations or equipment between the suppression and the fuels management programs. Some guidance in determining staffing needs at the Field Office level is provided below. The determination should be based on the long term annual average workload.

Number of Prescribed Fire and Mechanical Fuel Treatment Projects

SFMO Complexity	< 5	5 - 10	11 - 15	>15
Low	N	N		
Medium	N		Y	Y
High	N	Y	Y	Y

N	No additional positions.
	Addition of a position is dependant on the number, size, and complexity of the projects.
Y	An additional position may be required.

Provide a summary of all existing program support positions funded by the 2823 subactivity.

Complete Worksheet #3. Show 12 work months for PFT positions and the actual number of months worked for career seasonal positions. (Should match the FY 2000 AWP submission.) Do not show positions directly tied to project implementation which are funded on a project-by-project basis.

Use Worksheet #3A to show any new positions proposed for FY 2001 through FY 2003. All new positions must be tied to increased workload. Provide a justification for all new positions. Note: As per the FY00 AWP new fuels positions require approval by the OF&A

2. Training: Based on the long term annual average workload, determine the types of positions needed, the numbers needed and the skill levels needed to manage and implement the program. Develop a summary of all costs related to prescribed fire and fuels management training. Include tuition, materials, trainee assignments, details and other training related travel and per diem.

3. Travel: Summary of all travel costs (other than that identified above for training). Include travel for meetings, workshops, program coordination and oversight. Include vehicle costs for PFT and CS positions identified in the staffing section.

4. Supplies: Summary of the costs for other supplies and materials that are not project specific.

5. Other Costs: Identify other significant non-project specific costs, e.g., smoke management fees or academy support costs.

6. Administration Support Costs: Identify any off-the-top program support costs at the Field Office level. Administration costs may not exceed five percent of the total Field Office 2823 allocation.

7. List one time costs such as equipment or PCS costs. List the types of equipment needed and relate it to the long term annual average workload. One time costs are not considered as part of the base budget.

Use Worksheet #4 to summarize all program support costs. Provide a narrative justifying any increase over the state base.

WORKLOAD PROJECTIONS FOR PRESCRIBED FIRE AND FUELS MANAGEMENT

Instructions: Each Field Office should fill out a separate worksheet for FY2001, FY2002 and FY2003. The State Office should consolidate Field Office projections into a statewide workload projection.

District/Field Office _____

Fiscal Year _____

Number of Prescribed Fire Projects:

1a. Number of prescribed fire projects: _____

1b. Total number of prescribed fire acres: _____

1c. % of Total number of prescribed fire acres:

High Risk/Hazard Areas _____

Critical Habitat Protection _____

Returning fire to its natural role _____

Other _____

1d. Number of mechanical and/or chemical treatment projects: _____

1e. Total number of mechanical and/or chemical treatment acres: _____

1f. % of Total number of mechanical treatment acres:

High Risk/Hazard Areas _____

Critical Habitat Protection _____

Returning fire to its natural role _____

Other _____

1g. Total Number of Fuel Treatment acres (1b. + 1e.): _____

1h. Total Number of fuel treatment projects (1a. + 1d.): _____

Worksheet #2

COST PROJECTIONS FOR PRESCRIBED FIRE AND FUELS MANAGEMENT

Instructions: Each Field Office should fill out a separate worksheet for FY2001, FY2002 and FY2003. The State Office should consolidate Field Office projections into a statewide workload cost. Use the acreage figures from Worksheet #1 multiplied by an average acre cost to come up with the total implementation cost. Use a breakdown by fuel type and/or treatment type if it is available. Use local implementation costs based on actual costs for FY98 and FY99 projects.

District/Field Office _____

Fiscal Year _____

2a. Average annual implementation cost for prescribed fire projects:

Note: It is necessary to break down costs by fuel type if there are significant cost differences.

_\$ _____

Acre of Fuel Type X Cost/Acre \$ _____

Acre of Fuel Type X Cost/Acre \$ _____

Acre of Fuel Type X Cost/Acre \$ _____

2b. Average annual implementation cost for mechanical and/or chemical fuel treatment projects:

\$ _____

Treatment Type * Acres X Cost/Acre \$ _____

Treatment Type * Acres X Cost/Acre \$ _____

Treatment Type * Acres X Cost/Acre \$ _____

2c. Total Field Office implementation cost for the FY.
(Total of 2a, and 2b.)

_\$ _____

*Describe the treatment type.

Worksheet #3

EXISTING FUELS MANAGEMENT WORKFORCE FIELD OFFICE/ STATE SUMMARY

Instructions: Enter all existing positions funded out of 2823 YY99. Each Field Office should fill out a worksheet. The State Office should consolidate Field Office data into a statewide list.

Office	Position/Title	Grade	PFT or CS	Vacant (V) Occupied (O)	# of WM	WM Cost	Total Cost

Worksheet #3A

PROPOSED ADDITIONAL FUELS MANAGEMENT POSITIONS FIELD OFFICE/ STATE SUMMARY

Instructions: Enter all proposed positions to be funded out of 2823 YY99. Each Field Office should fill out a worksheet. The State Office should consolidate Field Office data into a statewide list.

FY	Office	Position/Title	Grade	PFT or CS	# of WM	WM Cost	Total Cost

Worksheet #4

FUELS MANAGEMENT PROGRAM SUPPORT COSTS FIELD OFFICE or STATE SUMMARY

Instructions: Enter all 2823 YY99 costs. Each Field Office should fill out a worksheet. The State Office should consolidate Field Office data into a statewide summary. Reference IM No. OF&A 99-008 for fund code guidance.

District/Field Office _____

Fiscal Year _____

1. LABOR: \$ _____

Summary of all program support labor costs. All labor costs will be associated with specific positions identified on Worksheet #3 and 3A..

2. TRAINING: \$ _____

Summary of all costs related to training. Include tuition, materials, travel and per diem.

3. TRAVEL: \$ _____

Summary of all travel (other than that identified for training). Include travel for meetings, workshops, program coordination and oversight. Includes vehicle F.O.R. for PFT and WAE positions identified as program support.

4. SUPPLIES: \$ _____

Summary of other supplies and costs that are not project-specific.

5. OTHER: \$ _____

Identify significant other non-project-specific costs, e.g., smoke management fees, academy support costs.

6. ADMINISTRATIVE SUPPORT COST: \$ _____

Identify any off-the-top program costs at the Field Office level.

Administration costs may not exceed 5% of the total Field Office 2823 allocation

**TOTAL FIELD OFFICE or STATE
PROGRAM SUPPORT COSTS:** \$ _____

7. ONE TIME COSTS: \$ _____

List any one time costs such as PCS costs or equipment.